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MONITORING THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING STRATEGIES FOR THE ADVANCEMENT OF WOMEN

PRIORITY THEME: PEACE

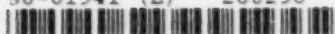
Education for peace

Report of the Secretary-General

SUMMARY

In 1990, the Commission on the Status of Women decided to include "Education for peace" on the agenda of its fortieth session as the priority theme under the rubric "Peace". The present report reflects changes which occurred in approaches to the role of women in education for peace during the past decade, in particular after the end of the cold war. The report examines efforts to move towards a culture of peace in the new political environment and suggests a set of questions that might be addressed by the Commission. It presents, in an annex, recommendations made by an expert group meeting on women's contribution to a culture of peace, organized by UNESCO in cooperation with the Division for the Advancement of Women.

* E/CN.6/1996/1.



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INTRODUCTION

1. The issue of peace has been one of the main concerns of the United Nations in terms of the advancement of women since 1975, International Women's Year. The recognition that the three themes of the United Nations Decade for Women: Equality, Development and Peace are inextricably interrelated has provided the basic mandate for the work of the United Nations programme for the advancement of women with regard to peace. In 1990, the Commission on the Status of Women decided to include "Education for peace" on the agenda of its fortieth session as the priority theme under the rubric "Peace".

2. The present report is the second on the subject of education for peace since the third world conference on women, held in Nairobi in 1985, and reflects the changes that occurred in approaches to education for peace and the role of women therein during the past decade. The report describes the present stage of deliberation of the topic, focusing on women's contributions to a culture of peace.

3. In order to analyse the role of women in creating a culture of peace in the new political environment after the end of the cold war, an Expert Group Meeting on Women's Contribution to a Culture of Peace was convened by the United Nations Educational, Scientific and Cultural Organization (UNESCO), in cooperation with the Division for the Advancement of Women, Department for Policy Coordination and Sustainable Development of the United Nations Secretariat, in Manila, from 25 to 28 April 1995. Recommendations and conclusions of that Meeting are found in the annex below.

I. FROM EDUCATION FOR PEACE TO A CULTURE OF PEACE

4. The first report on education for peace, entitled "Access to information and education for peace" (E/CN.6/1988/5), was submitted to the Commission on the Status of Women at its thirty-second session. It presented what was then the dominant approach to considering the role of women in education for peace, an approach that had been expressed in the provisions of the Nairobi Forward-looking Strategies for the Advancement of Women. ^{1/} It took account of the fact that, during the cold war period, discussions on the theme of peace were highly politicized and characterized by a lack of clear focus on gender differences in approaches to issues related to peace, security and armed conflict. Although education for peace was one of the few areas in which governmental debate emphasized women's perspectives and gender-specific contributions, the degree of analysis that was possible remained limited by the political climate of confrontation.

5. The report focused on the role of women as educators and the importance of their access to information and education in peace-related areas, such as the resolution of conflicts and participation in politics, eradication of violence against women and the observance of women's human rights. It identified four areas related to education for peace in which the role of women was particularly vital: the family, including early child development; formal education; society; and decision-making. The report also pointed to the need to collect

data and information on women's historical contributions to peace and on ongoing research on women and peace.

6. Although the report expressed the view that women had potential for promoting peaceful transformation of society and responsibility for its future - mainly derived from their role as educators - it did not address women's rights and responsibilities as citizens. Nor did it elaborate on women's alternative views or distinct values and approaches, emerging particularly at the non-governmental level, which could have influenced perceptions and traditional approaches to war and peace.

7. In the first review and appraisal of the implementation of the Nairobi Forward-looking Strategies (E/CN.6/1990/5), the approach to education for peace was based on women's traditional roles. National actions relating to education for peace were the activities most frequently included in national reports by most developing and several developed countries under the theme of peace, but most countries associated women's roles in education for peace with their roles in the family, as teachers in kindergartens and schools and as non-governmental organization activists organizing specific training or actions aimed at selected aspects of peace.

8. The second review and appraisal of the implementation of the Strategies (A/CONF.177/4), prepared for the Fourth World Conference on Women, took into account the new political context arising from the end of the cold war. Some countries had reduced their interest in women and peace on the grounds that it was no longer valid politically; others had begun to pay more attention to gender analyses of various peace-related issues and, consequently, to look more carefully at the activities and theoretical approaches to peace of feminist scholars and non-governmental activists. Thus, the pattern of reporting under the second review and appraisal was different. Only a few countries reported on education for peace in the narrow sense. The majority emphasized the broader perspective which included gender-related aspects of disarmament, in particular with regard to nuclear weapons, and the conversion of resources from military to peaceful uses; women's participation in decision-making in peace and security areas at the national and international levels and in international negotiations; the prevention and resolution of conflicts and post-conflict reconciliation and peace-building; and respect for and promotion of human rights and humanitarian law.

9. In addition, more attention was given to the issue of war-related violence against women and the fact that in certain armed conflicts women were subjected to rape and forced prostitution as a "weapon" to humiliate adversaries. Attention was also given to the fact that women suffered from harassment by soldiers and security forces. The realization that women have rarely been involved in decisions on war or peace but are always their victims increased the interest of many Governments in the issue of women's participation in decision-making in peace and security areas and in conflict resolution and post-conflict peacemaking, at all stages, and in the related issues of women's participation in military and police forces. Attention was also given to the creation of an efficient international justice mechanism to take up the cases of gender-related violence in war time, to punish the perpetrators and to assist and compensate the victims.

10. A new approach has evolved regarding women and education for peace. It focuses on the question of how the existing culture of violence could be changed into a culture of peace and how women could be involved in the process. This approach became particularly visible during the preparatory process to the Fourth World Conference on Women in Beijing and in the recent work of the United Nations Educational, Scientific and Cultural Organization (UNESCO), which established a programme on a culture of peace in 1994. Specific attention was given to the theory, supported by many feminist authors and non-governmental organization activists, that all forms of violence, from family and personal violence to large-scale armed conflicts were interrelated and had common roots.

11. It is argued that peace between and within nations cannot be achieved without the elimination of all forms of violence, oppression, discrimination, militarization and instruments of war and without the preservation of a healthy environment and participatory democracy. Peace also requires the development of new types of interpersonal and international relations based on a comprehensive concept of security, partnership and tolerance. These considerations were included in the new framework for the deliberations on a culture of peace. They are elaborated upon in the annex below, comprising the conclusions and recommendations of the Expert Group Meeting on women's contribution to a culture of peace. The expertise of the participants, who came from all regions, ranged from academic theory to grass-roots activism. The Meeting focused on such features of the culture of violence as authoritarianism, coercion, security based on weapons instead of conflict resolution, discrimination, and violence in all its forms and at all levels, which constitute barriers to the development of a culture of peace.

12. Although the Meeting noted that those features affected both women and men, women on the whole were particularly affected by gender-related violence and discrimination and by exclusion from public policy decisions that helped to define the present and future direction of society. Thus, any discussion on a culture of peace has to include the issue of gender equality. A culture of peace could not be created without equality between women and men, and the transformation from the culture of violence to a culture of peace was inseparably linked to the elimination of all forms of gender inequality.

13. The Meeting focused on women's specific capabilities and values which could decisively contribute to the creation of a culture of peace. It stressed the importance of their cross-cultural exchanges and dialogues respectful of plurality and differences, allowing alternative conflict resolution procedures and models of governance. It also pointed to women's concern with equality between women and men; respect for the human person; elimination of double standards in international politics and with regard to human rights; refusal of dominance and discrimination; global interdependence, mutuality and justice; and shared capacities and responsibilities. If those values were included in peace- and security-related decisions at the national and international levels, the quality and the content of agendas would possibly change.

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II. ACHIEVEMENT OF A CULTURE OF PEACE IN THE BEIJING PLATFORM FOR ACTION

14. The results of the second review and appraisal are reflected in the Beijing Platform for Action adopted by the Fourth World Conference on Women. ^{2/} It concluded, with regard to education for peace, that

"during times of armed conflict and the collapse of communities, the role of women is crucial. They often work to preserve social order in the midst of armed and other conflicts. Women make an important but often unrecognized contribution as peace educators both in their families and in their societies.

"Education to foster a culture of peace that upholds justice and tolerance for all nations and peoples is essential to attaining lasting peace and should be begun at an early age. It should include elements of conflict resolution, mediation, reduction of prejudice and respect for diversity." ^{3/}

These conclusions led to the decision to include in the Platform strategic objective E.4: Promote women's contribution to fostering a culture of peace. To achieve the objective, a series of actions to be taken by Governments, international and regional intergovernmental institutions and non-governmental organizations were specified:

"(a) Promote peaceful conflict resolution and peace, reconciliation and tolerance through education, training, community actions and youth exchange programmes, in particular for young women;

(b) Encourage the further development of peace research, involving the participation of women, to examine the impact of armed conflict on women and children and the nature and contribution of women's participation in national, regional and international peace movements; engage in research and identify innovative mechanisms for containing violence and for conflict resolution for public dissemination and for use by women and men;

(c) Develop and disseminate research on the physical, psychological, economic and social effects of armed conflicts on women, particularly young women and girls, with a view to developing policies and programmes to address the consequences of conflicts;

(d) Consider establishing educational programmes for girls and boys to foster a culture of peace, focusing on conflict resolution by non-violent means and the promotion of tolerance." ^{4/}

III. CONCLUDING QUESTIONS

15. Implementation of the Beijing Platform for Action in terms of fostering a culture of peace raises a number of questions that merit further consideration by the Commission on the Status of Women at its fortieth session. Further

elaboration of international understandings, norms and standards in terms of these questions can help facilitate practical action.

1. What are the main differences between women's and men's attitudes to peace, security, peace-keeping, peacemaking and conflict resolution which, if taken advantage of, might help to create a more peaceful environment, and what further research is needed?
2. What policy measures should be undertaken to ensure the integration of women's perspectives into all mainstream national and international peace and security activities, building on cases of women's local initiatives for peace and the conflict resolution techniques applied at the grass-roots level?
3. To what extent is the success of democratization dependent on full and equal participation of women in all spheres of life, including peace and security matters, and what steps and policy measures are to be taken to involve women immediately and on an equal basis with men in the democracy-building processes at the national and international levels?
4. What issues related to transforming the existing culture of violence to a culture of peace would need to be addressed through public policy as a matter of highest priority, especially in terms of publicly provided or regulated services like education?
5. What kinds of public policy could de-legitimize violence, in particular violence against women, and encourage effective measures against it at the national and international levels, including such measures as guidelines elaborated and adopted at the international level to assist Governments and intergovernmental organizations in the preparation of gender-sensitive codes of conduct for their national and international armed forces?

Notes

1/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publication, Sales No. E.85.IV.10), chap. I, sect. A, paras. 272-276.

2/ "Report of the Fourth World Conference on Women" (A/CONF.177/20), chap. I, sect. 1.

3/ Ibid., paras. 139-140.

4/ Ibid., para. 146.

Annex

CONCLUSIONS AND RECOMMENDATIONS OF THE EXPERT GROUP MEETING
ON WOMEN'S CONTRIBUTION TO A CULTURE OF PEACE

(Manila, 25-28 April 1995)

I. PRINCIPLES AND GUIDELINES FOR ACHIEVING A CULTURE OF PEACE

1. A culture of peace will be the fruit of an active struggle to realize the human values of which women have been the preservers and safeguards. To clarify the values and goals derived from the discussions of the components and characteristics of a culture of peace, the participants distilled from their reflections the following general principles and guidelines for the development of particular policies and actions undertaken towards the achievement of a culture of peace.

A. Cultural diversity

2. A culture of peace is one that celebrates human difference and is based on the diversity of cultures. This means a complete refusal of dominance of or by ourselves or other people or groups, because it is a culture of freedom and respect - for human beings, for our rights and for the natural environment that sustains us. It gives a central place to non-violent and varied perspectives, including those of women, in the process of peace building.

B. Social and structural change

3. Achieving a culture of peace implies major social structural changes. The culture of peace should be rooted in the local community, mobilized by popular participation. The present apparatus of violence will have to be progressively dismantled. The root causes of conflict will need to be confronted and gradually eliminated. These processes of social transformation and structural change can be successful only if they fully integrate a gender perspective which appreciates the distinctive contributions that both women and men can make to the resolution of conflict and to its prevention.

4. Since peace cannot be enforced, a culture of peace cannot be imposed. For their contributions to be realized, women must have full and equal access to all areas of political action and decision-making. This process towards a culture of peace will have to attend to the variety of mechanisms and behaviours, many of them unconscious, by which the culture of violence is perpetuated, ranging from the actual institutions of violence through mass media and entertainment of everyday language, family relations, child rearing and socialization.

C. Towards comprehensive security

5. It is necessary to deepen and extend the concept of security in order to encompass such essential dimensions as ecological, economic, political, cultural, social, and individual security. Effective mechanisms for peace and confidence-building must be devised. Security in the traditional sense would thus be strengthened and aggression could not be easily rationalized or responsibility skirted.

6. A new concept and new policies of security will necessitate changes in the practices and structures of institutions responsible for ensuring national and international security. Ultimately all aspects of the State system and the international institutions involved in international security matters should be transformed in that direction, so as to be more democratic and gender-balanced. The primary focus of security policies should be on long-range prevention, peacemaking and peace-building rather than on the use of force when crises erupt. The equal inclusion of women in all peace and security activities of the United Nations system at all levels, especially decision-making, is essential. Consequently, all parts of the United Nations dealing with women's concerns and interests should be strengthened and properly funded.

D. Respect for human rights

7. The foundation, a culture of peace, requires full respect for all human rights and a complete end to discrimination. Laws should be reviewed, ensuring their compliance with the standards of equality set in international instruments such as the Charter of the United Nations, the Convention on the Elimination of All Forms of Discrimination against Women a/ and the UNESCO Convention against Discrimination in Education. b/ There should be continuous dissemination and implementation of the Vienna Declaration and Programme of Action c/ on human rights and concerted actions for the elimination of all forms of violence against women, as stipulated in the Declaration on the Elimination of Violence Against Women. d/ Certain types of violence against women should no longer be regarded as legitimate domestic behaviour but dealt with as human rights violations. The work of the Special Rapporteur on Violence against Women should be vigorously supported and the results of her studies widely disseminated.

E. Partnership contracts

8. From the family to global society, a culture of peace will require new social contracts based on equality and partnership. Interpersonal relations are at their best when based on freedom of choice and sharing of responsibilities, entailing a break with traditionally imposed gender roles and ensuring equality of opportunity.

9. The family, in all its forms, is the first environment through which a culture of peace can be transmitted and internalized. Thus, the role of parents, both fathers and mothers and all adult care-givers, and their formation is crucial to the development of the entire human person. The importance of the family as a bearer of cultural values means that what happens in the domestic

realm cannot be confined to an area of silence and inattention. Violence in the family is as significant a barrier to a culture of peace as violence in the international system, just as equality between men and women in the family as well as in the larger society is essential to a culture of peace.

10. In the larger society principles of human equality must prevail. Women must have full and equal access to all areas of political action and decision-making, including economic, social and cultural policy-making. There is no democracy without the full and equal citizenship of women and men, or without the full, responsible participation of all citizens.

11. A culture of peace is built upon recognition of the realities of global interdependence, common human needs and common responsibility for the human future. Therefore, the family of nations must also be reorganized on the basis of a partnership contract, transcending the present inequities among and within them. In particular, economic inequities and political injustices must be confronted and overcome and the spirit of competition replaced with one of cooperation.

F. Development for economic and social justice

12. Social and economic development policies and programmes also need to be closely and critically examined for their impact on the human rights of women and peace and conflict issues, just as they are examined for their impact on the natural environment. Development must be not only environmentally sustainable but also humanely and socially sustainable. Because of their socially divisive effects and especially because of the suffering they impose on women, structural adjustment programmes in particular should, subject to the critical review for revision and, if necessary, to the goals espoused here, be brought to an end. It is no longer acceptable to achieve good economic management at the expense of social security. Above all, the flow of resources from the poorer to the richer sections of the world makes it difficult, if not impossible, to develop a culture of peace, especially in those countries that most suffer from armed conflicts. The process of exclusion and marginalization, both within as well as between countries, must be addressed. The continued theft from the poor has to end.

13. A culture of peace requires eliminating double standards and acknowledging the responsibilities of human solidarity. The suffering of any people is the responsibility of the world community. In a culture of peace, people are neither exploitable nor expendable. A culture of peace assures the dignity and the well-being of the vulnerable.

G. Education, arts and communication for transformation

14. There can be no progress towards a culture of peace without long-term programmes of public education. These will include literacy and basic education programmes in all the poorer sectors of society, equally available to girls and women, boys and men. The formal education curricula, which have emphasized knowledge and skills but neglected values and attitudes, should venture into

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innovative ways to introduce values education based on the culture of peace values described in this report and convey knowledge about the possibilities for and obstacles to peace and the particular skills of peacemaking and peace-building. Such knowledge and skills must be integral to education at all levels and in all spheres. Education for a culture of peace is education in its widest sense, involving not only schools and universities but all social arenas in which people learn and are enculturated.

15. Art is curative, instructive, and transformative. All of the arts are potential agents of transformation. Artists should accept their responsibility to intervene in the processes of violence with "curative" artistic actions, to teach about peace and to project visions of transformed societies that provide hope for and models of peaceful global society.

16. Community activities and actions by civil society, organizations and individuals such as teachers, artists, journalists and writers are vital for the promotion of values conducive to peace and justice. The challenge is to create new and peaceful types of strategies of peace that integrate the marginalized and find new possibilities for participation, guided by inclusiveness, generosity, solidarity and dialogue, which are open to the richness and diversity of cultures.

17. In sum, the principles of a culture of peace comprehend the reality of humanity as one species, one diverse family with multiple ways of being human, but none the less primarily human, human beyond gender, beyond nation/State, human within a rich and varied array of cultures. For all, there is one home, Earth, a planet of multiple landscapes sustaining one living ecosystem. We are one family in one common home. We struggle for a culture of peace to sustain both.

II. RECOMMENDATIONS FOR POLICY-MAKING AND ACTION TOWARDS A CULTURE OF PEACE

18. The achievement of a culture of peace will depend upon consistent, continuous and carefully planned policies and actions on the part of all sectors of international society.

19. The participants strongly recommend that the following policies be implemented and actions taken by the United Nations system, Governments and various actors of civil society. These recommendations are but a few of those the participants foresee as contributing to the transformation from a culture of war to a culture of peace.

A. Gender equality and human rights

20. Because the recommendations conceive of a culture of peace in large part based upon the assumption that peace in any form requires the recognition and implementation of the international human rights standards and the fundamental principle of equality between women and men, they call for actions to ensure such implementation and equality.

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Recommendations

21. All structures and programmes related to issues of women and gender within the United Nations system, especially those at the grass-roots level, should be strengthened and properly budgeted in order to make them more responsive to the concerns, interests, actual needs and demands of women.

22. The United Nations system should be encouraged to publicize and disseminate information on the human rights of women, so that those rights become known by every woman and man and so that women can claim the legal rights assured to them by international standards.

23. All relevant international legal standards - especially United Nations documents, in particular those related to peace, security, and the status of women - should be translated into national and local languages and disseminated at the national and local levels so that all peoples of the world can become informed about the potential legal bases of a culture of peace.

24. The Geneva Convention Relating to the Status of Refugees (1951) and its Protocol (1967) e/ should be revised from a gender perspective in order to include violence against women and discriminating cultural practices as legal grounds for granting refugee status.

25. Governments should make every effort to remove from national legislation all de jure discriminatory provisions, prevailing mainly in the areas of civil and family law. International legal standards should be fully implemented through national legislative and judiciary systems. What is at present assurance de jure of the rights of women in international standards should become de facto international, national and local practice. Special efforts should be made to implement the principles of the Declaration on the Elimination of Violence Against Women. d/

26. Governments should organize awareness-raising and awareness-training seminars for members of legislative governmental and judiciary bodies in order to familiarize those members with all international standards of equality and the human rights of women.

27. Women should be encouraged to participate in continuous professional and career development and, in particular, take part in entrepreneurship and management training.

28. Women of different professions should be given support in their careers and incentives to participate in public forums. Women's actions through social and professional networks, especially in the promotion of a culture of peace, should be supported by Governments and organizations of civil society.

29. The civil society should also support the work of the Special Rapporteur on Violence against Women by, for example, establishing monitoring mechanisms comprised primarily by women to inquire into conditions and incidence of sexual harassment, abuse and exploitation of women, especially in areas of armed conflict and areas to which peace-keeping forces are dispatched, at all levels and in all sectors of society, including the domestic and family spheres.

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Harmful traditional practices and all violations of international standards on the human rights of women should be legally redressed. The findings of the Special Rapporteur should be frequently presented at public hearings. In extreme cases, independent investigative commissions should be established and, when necessary, national and international tribunals on violence against women should be held. If warranted, public tribunals should be held. These or similar steps should be taken to assure that violence against women is in fact recognized as a human rights violation and that its perpetrators will be held accountable.

30. All sectors of society should elaborate specific plans to promote a new "gender contract" based on authentic equality between women and men, including sharing of family and household responsibilities, opportunities for education, participation in economic and public affairs, and matters of peace and security.

B. Security and peace-keeping

31. In formulating their recommendations on security and peace-keeping, the participants affirmed and supported the considerations and recommendations of the Expert Group Meeting on Gender and the Agenda for Peace, organized by the Division for the Advancement of Women in December 1994, which sought to emphasize the need for strengthening women's participation in security matters and alternatives to armed conflict.

Recommendations

32. All peace and security efforts of the United Nations should focus on the prevention of violent conflicts and peace-building in its broadest sense. Participants recommended that some of the non-violent types of interventions women have undertaken should be considered for implementation by the United Nations.

33. Some of the recommendations of the Commission on Global Governance, f/ such as to broaden concepts and definitions of security and to democratize the Security Council by such measures as making the membership more representative of all people and by eliminating the veto power, should be considered among the steps taken to strengthen the United Nations.

34. The United Nations system should review from a gender perspective the approaches and methods used in the implementation of the Secretary-General's agenda for peace and agenda for development and any policies or initiatives related to conflict resolution, peace-keeping and peace-building.

35. In order to assure equal participation of women, the most transparent modes of selecting and assigning personnel for all peace-related programmes should be used by the United Nations.

36. Women should be represented and their competence used in all peace- and security-related activities and at all levels, including the decision-making levels, in accordance with the recommendations of the Expert Group Meeting on

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Gender and the Agenda for Peace, which calls for at least 40 per cent women in such activities.

37. The United Nations system, and in particular UNESCO, should promote and support indigenous initiatives for peace, conflict resolution and peace education, especially those developed and practised by women and popular movements.

38. Governments should develop initiatives to ensure civil control of the military and restrict, monitor and control the production of and trade in arms and reinforce all preventive diplomacy measures and possibilities.

39. Governments should prevent and prohibit the dehumanizing methods of training and discipline in the military and the use of negative images of women as a way of constructing the internal culture of armed forces.

C. Social and economic development

40. The participants were convinced of the need to consider all social and economic development policies and projects in light of their consequences to women and to the enhancement of a culture of peace.

Recommendations

41. The United Nations should review policies of the International Monetary Fund (IMF) and international financial institutions regarding grants, loans, and structural adjustment programmes in terms of their effects on women, their compliance with gender-equality guidelines and the consequences they may have on the possibilities for a culture of peace.

42. Governments should assure that all social groups are informed about economic and social rights and their equal application to women and men; they should protect the rights of ethnic minorities and ensure their social security.

43. Governments should confront poverty within the context of developmental strategies, elaborating them from a gender perspective. Such strategies should imply the general improvement of the socio-economic status of disadvantaged groups, especially the poor. The civil society should provide support to networks promoting a culture of peace in all regions and should lobby, at both the national and international levels, for the elimination of oppressive practices and structures which marginalize and exclude women from the economy, politics and social development.

D. Education, arts and communication

44. The participants recognized education as a powerful source for socialization and stressed the need for Governments to provide free and accessible education for all, referring to international normative instruments like the UNESCO Convention against Discrimination in Education. b/ The

participants further called for education for a culture of peace to be systematically planned and implemented, including special programmes in teacher education and curriculum development to develop skills of cooperation and reconciliation to overcome negative competition and conflict.

45. The cultural practices which govern fundamental relations among people, including gender relations, must be continually examined to assure they do not impede a culture of peace. The media and the arts, powerful transmitters of culture, should consciously participate in this examination.

46. Full equality of educational opportunities for girls and women is a prerequisite of a culture of peace. Therefore, efforts to this end must be intensified in cooperation with the countries concerned in all UNESCO programmes, with special emphasis on literacy programmes, especially in Africa where women's education could strengthen the demonstrated peacemaking capacities of women. Further, UNESCO should give special attention to women's education and the role of women as the first educators of children. UNESCO's Culture of Peace Programme should support and learn from women's initiatives for peace.

47. UNESCO should establish and support multicultural training courses for potential trainers on topics such as personal development and intercultural dialogue and social and cultural rights, especially as they apply to women. So, too, cultural expression should form an important part of all education, especially in schools, where arts should be offered also as a means to cross- and intra-cultural understanding. Children should be encouraged to develop an understanding of themselves and others.

48. Education for peace should address issues of gender socialization and the relationship of this process to the possibilities for a culture of peace. The results of emphasizing cooperation in the education of girls and competition in the education of boys should be seriously considered. This question should also be considered by parents and child-care workers. Teacher training and curriculum development should entail requirements related to non-violent conflict resolution and women's roles and contributions to peacemaking.

49. Because gender sensitivity is essential in all those who work towards a culture of peace, educational programmes about the significance of human rights, especially the human rights of women, should be undertaken by UNESCO and the agencies dealing with social development. This to be done both as an observation of and contribution to the United Nations Decade for Human Rights Education g/ and in accordance with the UNESCO Integrated Framework of Action on Education for Peace, Human Rights and Democracy. Such programmes should include training in gender sensitivity for United Nations and UNESCO personnel and all persons working in education, literacy, technical assistance, development projects and in peace-keeping operations.

50. Gender equality must be observed in international bodies working for peace. Education on gender equality, the purposes and requirements of the international standards on women's rights, and the need for transparency in policy and personal decisions involving gender should be provided regularly, with annual updating to broaden and deepen understanding of gender equality and its

necessity to the atmosphere of trust and confidence essential to good management practices.

51. Artists should be encouraged and supported by Governments and the civil society to produce images and concepts that feature and illuminate the universality of humanity, positively illustrate cultural diversity and celebrate the human person.

52. Workshops on creative writing with children and young people from various cultures should be developed as a means to cross-cultural understanding and the development of the whole person.

53. Campaigns should be organized against war toys and war games and in favour of the encouragement of alternative toys and modes of play, conducive to a culture of peace. The issue of how the play of boys may affect a culture of violence should be addressed. Children should be brought up to understand the consequences of weapons and to reject them as legitimate tools for personal and social purposes.

54. Women and women's groups should be encouraged and trained to make use of media techniques. Women's video groups, local radio stations and community radio stations, among others, should be given the support necessary for their work and for exchange programmes across borders supported by funding agencies inside and outside the United Nations system.

55. In order for societies to develop capacities to understand and respect "the other" as an essential element of a culture of peace, women will need, as an interim measure, their own media to express their views and concerns. Both mainstream and alternative media should promote women's concerns and interests and foster cross-gender dialogue.

56. If a conflict is in danger of turning violent and there are no independent media as voices of society, international organizations should be prepared to establish and run them from outside the affected territory. Independent media should be encouraged as part of peace-keeping processes.

57. Public broadcasting systems, wherever they exist, should be defended and strengthened by the organizations of civil society. They should uphold professional ethics and standards, provide background information, produce programmes for minorities and further explore possibilities of fostering a culture of peace.

58. Institutions providing education and training for media practitioners should include gender-awareness training in their programmes. They should sensitize future journalists to both gender and cultural stereotypes and to the misunderstandings that may occur when they report from other countries and cultures.

59. Since some media and advertising campaigns have employed negative stereotypes and images of violence against women for entertainment and commercial purposes, women's business councils, and advertisement agencies should jointly design gender-sensitizing programmes for the people working in

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those fields. Women's consumer organizations should, at regular intervals, closely monitor advertising, publish reports on it and discourage the stereotyping and sexism so characteristic of a culture of violence.

E. Research

60. The participants agreed that there was need not only for education about existing, accessible knowledge about gender equality, human rights and a culture of peace but also for the discovery and consideration of knowledge from outside the mainstream, from the experience of women, minorities, indigenous peoples and all whose knowledge has previously been ignored or devalued by the culture of war. There is, as well, an urgent need for new knowledge from all possible sources. Research in various forms and at various levels, then, must be more systematically guided by the needs for a culture of peace.

Recommendations

61. The United Nations should promote research on how to integrate multicultural, multidisciplinary, gender-sensitive approaches into development projects and ensure that training on a culture of peace values, human rights, and gender perspectives will constitute a part of each development project.

62. UNESCO should undertake research on the role of media in conflict situations. The results should be widely published and made part of media education programmes in schools, universities, adult education and through the media themselves. In that women's efforts have begun to reveal the possibilities of alternatives to coercive force and violent conflict, the United Nations should provide financial support for research projects involving the active participation of women in all regions at all levels - community through global - on comprehensive security and a culture of peace.

63. UNESCO should undertake research on different models of governance and democracy, various forms of conflict resolutions and different notions of communitarian justice.

64. There is insufficient information about the varied and creative work women do for peace. Research should be done on the roles and contribution of a culture of peace, with special emphasis on the following: reducing community vulnerability, sharing responsibility in the family, advocating and conducting peace education, reconstructing communities and building bridges of tolerance and respect between cultures.

65. Research should be more relevant to the lives of women at the grass roots. A participatory approach to peace research should be promoted, so that people at the community level can be actively involved in the research process and in the dissemination and utilization of its findings.

F. Cooperation and partnership

Recommendations

66. The partnership between the United Nations system and non-governmental organizations should be strengthened. United Nations staff should be sensitized to the needs and expectations at the grass-roots level in order to extend more suitable logistic support and assistance, whenever requested. Non-governmental organizations should be better informed about the principles, functioning and structure of the United Nations system and its programme for the advancement of women, in order to work with it more efficiently.

67. An international consortium of women's organizations and networks for peace should be created after the Fourth World Conference on Women to work with non-governmental organizations as lobby groups to influence national and international policy. This consortium should convene a forum of civil organizations on an annual basis, prior to the sessions of the General Assembly, as recommended by the Independent Commission on Global Governance. g/ The objectives of the consortium would be to coordinate and strengthen existing networks and associations; work towards the follow-up of the Conference and the NGO Forum; call on Governments to stop violence in their countries; promote and support peace movements; monitor reconciliation efforts and peace agreements; monitor the implementation of the international standards on the human rights of women; promote advocacy for democracy and equality, sustainable development and economic justice, environmental balance, and disarmament and demilitarization.

III. CONCLUSIONS AND COMMITMENTS

68. The ideas, hopes, experiences and potential for transformation that the participants shared in the Expert Group Meeting and articulated in their report are some of the raw materials from which a culture of peace can be fashioned. While facing the harsh realities of violence and war, participants saw their efforts as components of the larger, global struggle for peace waged by millions of women throughout the world. The conclusions of the Meeting are a clear indication that there is much of a practical and a theoretical nature that women can contribute to a culture of peace. The participants were, in fact, convinced that these contributions are at once among the best hopes and the most urgent necessities for achieving the tasks of transformation. They reaffirmed their commitments to these tasks and to the on-going global process in which they see themselves taking part. Some of them will engage in specific common endeavours. All will become part of intersecting networks through which the global women's peace movements are weaving a culture of peace. They will contribute to and monitor the recommendations of the two meetings. They will continue the current efforts described here and undertake new endeavours in order to bring into being the principles set forth here through their own consistent continuous and carefully planned actions. They urge UNESCO to give the highest priority to the realization of a culture of peace and women's contributions to it.

/...

Notes

- a/ General Assembly resolution 34/180.
- b/ Adopted by the General Conference at its eleventh session, 14 December 1960.
- c/ Report of the World Conference on Human Rights, Vienna, 14-25 June 1993 (A/CONF.157/24 (Part I)), chap. I.
- d/ General Assembly resolution 48/104.
- e/ United Nations, Treaty Series, vol. 189, No. 2545, p.137 and vol. 606, No. 8791, p. 267.
- f/ See Commission on Global Governance, Our Global Neighbourhood (Oxford, Oxford University Press, 1994).
- g/ General Assembly resolution 49/184.



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FOLLOW-UP TO THE FOURTH WORLD CONFERENCE ON WOMEN: REVIEW OF
MAINSTREAMING IN ORGANIZATIONS OF THE UNITED NATIONS SYSTEM

Improvement of the Status of Women in the Secretariat

Report of the Secretary-General

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* E/CN.6/1996/1.



INTRODUCTION

1. In its resolution 50/164 of 22 December 1995, the General Assembly requested that a progress report on the status of women in the Secretariat be submitted to the Commission on the Status of Women at its fortieth session.
2. By the same resolution, while noting the efforts made to date to implement the strategic plan of action for the improvement of the status of women in the Secretariat (1995-2000), 1/ the General Assembly expressed disappointment that the objective set in its resolution 45/125 of 14 December 1990 of a 35 per cent overall participation rate of women in posts subject to geographical distribution by 1995, as well as the goal in resolution 45/239 C of a 25 per cent participation rate of women in posts at the D-1 level and above by 1995, had not been met. None the less, the General Assembly called upon the Secretary-General to fulfil his target, reaffirmed by the Fourth World Conference on Women, for the achievement of overall gender equality, particularly at the Professional level and above, of having women hold 50 per cent of managerial and decision-making positions by the year 2000. 2/
3. Resolution 49/222 A and B of 23 December 1994 and 20 July 1995, respectively, expressed support for the Secretary-General's strategic plan of action for the improvement of the status of women in the Secretariat and the statement of the Administrative Committee on Coordination, in which members of the Committee reaffirmed their strong commitment to ensuring that the advancement of women remained a priority within the organizations of the United Nations common system and to taking measures to improve, both quantitatively and qualitatively, the status of women in their respective secretariats. Resolution 50/164 welcomed the report of the Secretary-General to the fiftieth session on the improvement of the status of women in the Secretariat (A/50/691) and, again, the ACC statement (A/50/691, annex).
4. In resolution 50/164, the General Assembly reiterated its support for the introduction of more flexible and gender-sensitive work practices, including, for example: introducing job sharing and flexible working hour policies; providing child-care facilities or facilitating such arrangements; offering career break schemes; encouraging opportunities for spouse employment; and improving access for all staff to training and career development opportunities.
5. Because of the short interval between the end of the regular session of the General Assembly and the opening of the Commission on the Status of Women, the present report is focused on a brief update of relevant developments and changes in statistical data that have taken place since the June 1995 figures were reported to the fiftieth session of the General Assembly.

I. STATISTICAL UPDATE

6. In table 5 of his report to the fiftieth session (A/50/691), the Secretary-General indicated the level of representation of women by department or office, of the global Secretariat. The annexed table updates this data as at 31 December 1995. The Department of Administration and Management and the

Department of Public Information have a representation level of 54.3 per cent and 50.2 per cent women, respectively. The Department for Policy Coordination and Social Development increased its level of representation over the July-December 1995 period, to reach 46.2 per cent women. The overall level of representation within the global Secretariat rose 0.5 per cent to reach 34.6 per cent at the end of 1995, falling only 0.4 per cent short of the 35 per cent target set by resolutions 45/125 and 45/239. As of 31 December 1995, 16.9 per cent of posts at the D-1 level and above were encumbered by women (see attached table).

7. In comparison with figures reported to the fiftieth session of the General Assembly, the number of women promoted within the Professional and higher levels (P-2 to D-1) has generally declined during the reporting period, with the only increase in the percentage levels reported relating to the D-1 level, which shows an increase from 29.2 to 31.4 per cent. Over the period, the percentage of promotions of women to the P-3 to P-5 levels decreased from 60.0 per cent to 48.6 per cent, from 47.3 to 41.0 per cent, and from 58.9 to 52.5 per cent, respectively.

8. There has been a small increase in the percentage of women appointed to the lower and middle Professional levels, as follows: 53.6 to 66.6 per cent at the P-2 level; 46.2 to 50.7 per cent at the P-3 level; and 33.3 to 35.8 per cent at the P-4 level. There has, however, been a marked decrease in the number of appointments of women at the P-5 and D-1 levels, which respectively have decreased from 42.9 to 30.7 per cent and 40.0 to 22.2 per cent.

9. Efforts will have to be made to maintain the focus on the need to ensure that every opportunity to appoint or promote qualified women is taken. It is to be expected, however, that the mandated increase in vacancy rates and cost reductions mandated by General Assembly resolution 50/215 on the implementation of the programme budget for the biennium 1996-1997 will have a direct impact on the availability of placement opportunities for all staff, and consequently on the opportunities to improve the representation of women in the global Secretariat.

II. RECENT DEVELOPMENTS

A. Report of the Joint Inspection Unit on the advancement of women through and in the programmes of the United Nations system: What happens after the Fourth World Conference on Women?

10. In 1995, the Joint Inspection Unit issued a report entitled "The advancement of women through and in the programmes of the United Nations system: What happens after the Fourth World Conference on Women?" (JIU/REP/95/5). The Secretary-General shares many of the views expressed in the report. Included among these is the Inspector's view that earlier world conferences on women, convened over the past 20 years, have yielded significant progress in defining common problems as well as sharing experiences and information in the process of forming a strategic vision and policy for achieving equality of opportunity for women. He also shares her belief that these lessons should be put to good use

in taking effective action for the advancement of women, both within the United Nations system and through United Nations system programmes.

11. Of particular note within the context of the global Secretariat's current financial and administrative situation is the Inspector's recommendation concerning "the need to exercise vigilance in any down-sizing to ensure that women staff's hard-earned status is not disproportionately penalized". The Secretary-General fully shares this concern and remains committed to taking measures to ensure that it will indeed be met. Specifically, he is fully cognizant that the implementation of General Assembly resolution 50/215 of 23 December 1995, in particular the mandated increase in Professional and General Service vacancy rates, represents a significant challenge to sustaining the progress achieved in advancing the status of women. Guidelines for dealing with the human resources management aspects of any down-sizing exercise will be developed in the context of ensuring full compliance with the principles set out in Articles 8 and 101 of the Charter of the United Nations.

B. Issuance of documents ST/AI/412 and ST/SGB/282

12. Important tools in guiding managers in maintaining their efforts to improve the representation of women in the global Secretariat are the special measures introduced for this purpose by the Secretary-General. While administrative instruction ST/AI/382, which first outlined these measures in March 1993, is regarded as a landmark document, it was considered that the consolidation of all policy issuances on achieving gender balance within one issuance would improve the effectiveness of the special measures, the efficiency and evenness with which they could be applied, and the ease with which their application could be monitored by the Office of Human Resources Management of the United Nations Secretariat and the Secretary-General's Steering Committee for the Improvement of the Status of Women in the Secretariat.

13. To this end, the work of an interdepartmental task force has resulted in the issuance of two documents, "Policies to achieve gender equality in the United Nations" (ST/SGB/282) and "Special measures for the achievement of gender equality" (ST/AI/412). These two documents address virtually all of the issues raised by the Steering Committee and cover such issues as, inter alia: gender, cultural diversity and sensitivity as part of the performance appraisal of managers; allowing flexibility with regard to seniority when considering women for promotion; requiring that departments and offices keep records of their own gender distribution in terms of post incumbency; considering qualified women candidates within the common United Nations system as internal Secretariat candidates for placement opportunities; recognizing service of one year or longer on any type of appointment of qualified women candidates to allow them to compete as internal candidates for posts within the global Secretariat; and allowing General Service staff who meet the other entry criteria the opportunity to sit P-3 national competitive examinations. Having recently been appointed by the Secretary-General, a new Steering Committee, in collaboration with the Office of the Senior Adviser on gender issues, is expected to focus its attention on developing further its role in monitoring progress in achieving the goals of the strategic plan of action for the improvement of the status of women in the Secretariat.

C. Strategic plan of action for the improvement
of the status of women in the Secretariat

14. The Secretary-General's strategic plan of action for the improvement of the status of women in the Secretariat (1995-2000) has received the full support of the General Assembly and the ACC. It sets out clear strategies and action steps to be taken in working to achieve the quantitative targets set by the General Assembly for the representation of women in posts subject to geographical distribution and at the senior, policy-making levels. The strategic plan of action, moreover, seeks to improve the quality of the work life of women working in the Secretariat, so as to create the "conditions of equality of participation of both men and women" mandated under Article 8 of the Charter.

15. The Secretary-General's strategy for the management of the Organization's human resources (A/C.5/49/5) also seeks to address a number of long-standing obstacles to improving the status of women in the Secretariat. The primary goal of the strategy is "to develop a management environment and culture that is supportive of having staff members contribute to their maximum potential, effectiveness and efficiency".

16. Built into this strategy are specific measures designed to foster a secure and gender-balanced work environment. Essential elements of such an environment and culture are systems of accountability and responsibility, whereby managers are held accountable to effectively manage the human and other resources entrusted to their care; objective performance appraisal and management systems, which evaluate, *inter alia*, the performance of managers in such areas as achieving gender balance among staff and demonstrating sensitivity to gender issues and the multicultural United Nations workplace; measures to deal effectively and expeditiously with harassment, including sexual harassment, when it does occur; and ultimately, a management culture and accompanying policies and systems geared to prevent harassment from occurring.

17. The Secretariat has recently received a grant to finance the development of a questionnaire to gauge the degree to which harassment exists in the global United Nations Secretariat. Work on the survey is expected to begin in early March 1996. It will be guided by a joint staff-management task force, rely on focus groups at all main duty stations of the global Secretariat, and include participation of peace-keeping and field offices. The United Nations Development Programme/United Nations Population Fund (UNDP/UNFPA) and the United Nations Children's Fund (UNICEF) have expressed interest in participating in the project. Given its broad scope and the many factors involved, the project is expected to take up to one year to complete. As far as possible, however, the lessons learned during the course of implementing the project will be put into action along the way. For example, as soon as possible, the Secretariat intends to produce a pocket guide outlining existing measures and resources available to staff experiencing harassment. The results of the survey will be used to strengthen existing policies and procedures for dealing with harassment in the United Nations workplace.

D. Information sharing and training

18. Finally, information sharing and training represent important means of fostering awareness of gender issues and cultivating the people-management skills required to bring about the required change in the Organization's management culture. In addition to enhancing the gender awareness modules of existing orientation and other staff training programmes, in 1995 the Office of Human Resources Management began offering senior management a people-management training programme specifically designed for the multicultural United Nations environment. This programme not only works to enhance overall management skills, but is balanced, both from the viewpoint of participants and content, to sensitize senior managers to the valuable contributions of women colleagues, particularly at the senior managerial levels. Although the programme was on temporary suspension due to the cash-flow crisis, it has resumed early in 1996.

CONCLUSION

19. It is noteworthy that during the General Assembly session, when special attention was being given to women's issues, statistics on the appointment and promotion of women in the global Secretariat showed, in fact, a decline at some levels. This underscores the need for special diligence in keeping the focus within the Secretariat on the effective implementation of the strategic plan of action.

20. Heightening awareness of the shared organizational and individual responsibility to give equality of opportunity to men and women colleagues to participate in the work of the Organization represents the main means of building on the advances achieved thus far in the quantitative and qualitative improvements in the status of women in the global Secretariat. The Secretary-General's decision to designate one of the Special Advisers in his office to act as his Adviser on gender issues, in close cooperation with the Division for the Advancement of Women, the Office of Human Resources Management and other relevant entities, is an important measure designed to assist him in ensuring the mainstreaming of gender concerns system-wide and in facilitating a coordinated follow-up to the Fourth World Conference on Women.

Notes

1/ A/49/587 and Corr.1, sect. IV.

2/ See Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995 (A/CONF.177/20), chap. I, resolution 1, annex II.

GENDER DISTRIBUTION OF STAFF IN THE UNITED NATIONS SECRETARIAT
BY DEPARTMENT OR OFFICE AND BY GRADE
PROFESSIONAL AND HIGHER LEVEL STAFF IN POSTS SUBJECT TO GEOGRAPHICAL DISTRIBUTION

AS AT 31 DECEMBER 1995

DEPARTMENT/OFFICE	USG		ASO		D-2		D-1		P-5		P-4		P-3		P-2		P-1		TOTAL		GRAND TOTAL		% OF WOMEN
	P	M	P	M	P	M	P	M	P	M	P	M	P	M	P	M	P	M	F	M	F	M	
55% and over																							
REGCOM	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	1	0	1	0	100.0
UNSCOM	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	1	0	1	0	100.0
45% and over																							
DAMOHRM	0	0	0	1	2	1	2	3	8	6	13	11	10	9	8	5	0	0	43	36	79	54.4	
DAM	0	1	0	0	1	0	2	3	4	5	7	3	2	2	2	0	0	0	19	16	35	54.3	
DPI a/	1	0	0	1	1	4	6	12	13	21	32	34	46	35	29	20	0	0	128	127	255	50.2	
UNISPF	0	0	0	0	0	0	0	0	2	2	4	7	3	7	10	1	0	0	17	19	36	47.2	
DRCSID	0	1	0	0	1	3	2	11	7	15	15	11	11	4	6	4	0	0	42	49	91	46.2	
DAMOPBPA	0	0	0	1	0	4	0	4	10	7	10	11	15	14	6	7	0	0	41	48	89	46.1	
35% and over																							
UNEP	1	0	0	0	0	0	0	1	2	2	2	5	1	1	3	3	0	0	9	12	21	42.9	
DDSMS	0	1	0	0	1	2	0	7	6	12	15	19	10	8	3	1	0	0	35	50	85	41.2	
UNCHR	0	1	0	1	0	0	0	2	2	6	7	11	8	5	3	0	0	0	22	32	54	40.7	
INTORG b/	0	0	0	0	0	0	0	0	2	2	2	1	0	0	0	0	0	0	2	3	5	40.0	
UNOG	0	1	0	0	0	1	3	7	7	7	5	12	12	11	0	0	0	0	39	61	100	39.0	
DCP	0	1	0	0	0	2	0	1	1	7	8	7	3	8	6	3	0	0	18	29	47	38.3	
DPA	0	1	0	2	1	8	6	10	11	20	15	21	11	14	6	7	0	0	50	84	134	37.3	
OLA	0	1	0	0	1	3	0	9	8	11	6	9	4	9	8	6	0	0	27	48	75	36.0	
25% and over																							
OIOS	0	1	0	0	0	1	1	3	1	6	8	10	2	9	4	1	0	0	16	31	47	34.0	
DESIPA	0	1	0	0	0	2	2	10	10	11	13	24	9	23	9	14	0	0	43	85	128	33.6	
DAMOCSS	0	0	0	1	0	4	4	12	8	14	11	22	10	24	8	10	0	0	41	87	128	32.0	
BOSG	0	2	1	1	0	1	3	2	2	3	0	3	1	4	1	2	0	0	8	18	26	30.8	
DPKO	0	1	0	2	0	3	1	7	2	6	7	14	8	8	1	3	0	0	19	44	63	30.2	
ESCAP	0	1	0	0	1	0	2	9	2	20	10	31	9	20	13	11	0	0	37	92	129	28.7	
ESCWA	0	1	0	0	1	0	0	3	2	12	4	20	6	6	4	3	0	0	17	45	62	27.4	
DHA	0	1	0	0	0	4	0	7	3	10	2	8	3	0	4	2	0	0	12	32	44	27.3	
ECLAC	0	1	0	0	0	1	1	10	7	19	7	32	12	21	9	17	0	0	36	101	137	26.3	
DPKOPALD	0	0	0	3	0	4	0	7	5	19	3	13	8	8	4	4	0	0	20	58	78	25.6	
24% and under																							
UNCTAD	0	1	0	0	0	3	1	22	6	39	9	37	20	37	13	17	0	0	49	156	205	23.9	
UNOV	0	0	0	0	0	1	2	4	1	6	4	11	1	13	3	2	0	0	11	37	48	22.9	
ECE	0	1	0	0	1	0	1	5	2	16	7	18	5	18	4	13	0	0	20	71	91	22.0	
ECA	0	1	0	0	0	1	1	9	3	32	7	37	14	37	9	13	0	0	34	130	164	20.7	
UNCHS	0	0	0	1	0	1	1	3	1	4	2	10	3	10	1	4	0	0	8	33	41	19.5	
UNCC	0	0	0	0	0	1	0	1	0	1	0	1	0	0	0	0	0	0	0	4	4	0.0	
TOTAL	2	20	1	14	11	55	42	186	137	343	238	450	252	382	182	188	0	0	865	1638	2503	34.6	

Source: DAMOHRM/HRMIS.
It should be noted that percentages for offices with less than 20 staff on board are not significant.

a/ Including information centres.

b/ Including the secretariats of CCMO, ECC, INTC and JIU.

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MONITORING THE IMPLEMENTATION OF THE NAIROBI FORWARD-LOOKING
STRATEGIES FOR THE ADVANCEMENT OF WOMEN

Situation of and assistance to Palestinian women

Report of the Secretary-General

SUMMARY

In its resolution 1995/30, entitled "Palestinian women", the Economic and Social Council requested the Secretary-General to continue to review the situation of Palestinian women and to assist them by all available means, and to submit to the Commission on the Status of Women at its fortieth session a report on the implementation of the resolution. The present report monitors conditions of human rights during the period under review and describes new developments, focusing on projects supported and carried out by the United Nations system. It also discusses emerging concerns and provides suggestions in line with the Beijing Declaration and Platform for Action. The emphasis of the report has shifted from monitoring the general living conditions of Palestinian women to monitoring aspects of their development and human rights, while not neglecting the specific political framework.

* E/CN.6/1996/1.

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INTRODUCTION

1. In accordance with paragraph 260 of the Nairobi Forward-looking Strategies for Women, 1/ the situation of Palestinian women and children has been monitored regularly by the Commission on the Status of Women.

2. In its resolution 1995/30, on Palestinian women, the Economic and Social Council requested the Secretary-General "to continue to review the situation and to assist Palestinian women by all available means, and to submit to the Commission ... at its fortieth session a report on the progress made in the implementation" of the resolution. It requested the Commission to continue to monitor and take action with regard to the implementation of the Strategies. The Commission on the Status of Women, in its resolution 39/3, entitled "Women in the Middle East peace process", stressed the importance of, and need for, achieving a comprehensive, just and lasting peace in the Middle East. It urged Governments, intergovernmental bodies and non-governmental organizations to include women in the peace process and to expedite economic, financial and technical assistance to Palestinian women.

3. Since the signing by the Government of the State of Israel and the Palestine Liberation Organization of the Declaration of Principles on Interim Self-Government Arrangements, on 13 September 1993, the situation in the occupied territories has undergone major changes. Palestinian autonomy has taken shape with the establishment of the Palestinian Authority in May 1994, following the signing of the Agreement on the Gaza Strip and Jericho Area, and has been further consolidated following the signing of the Interim Agreement on the West Bank and Gaza Strip. Elections for a Palestinian Council and for the Ra'ees of the Executive Authority of the Palestinian Council were held on 20 January 1996. The Palestinian interim self-government authority will serve for a transitional period not exceeding five years.

4. As a result of these political developments, the focus of the present report has shifted from that of previous reports: instead of monitoring the general living conditions of Palestinian women under Israeli occupation, the present report focuses on the monitoring of violations of human rights that might persist as a result of the occupation and the consideration of women's participation and role in the establishment of a new political, economic and social regime. The report emphasizes aspects of development, accountability and respect for the human rights of women within a specific political framework. This new approach is in line with the Beijing Declaration and Platform for Action. 2/ However, the rapid pace of the political changes of the past year have made it difficult to obtain reliable data and up-to-date detailed information for the report.

I. RESULTS OF THE FOURTH WORLD CONFERENCE ON WOMEN

5. The Fourth World Conference on Women, without making reference to any particular national context, considered "women under occupation" in the strategic area of concern "Women and armed conflict". It established a link between the advancement of women and the peaceful settlement of conflicts:

/...

"An environment that maintains world peace and promotes and protects human rights, democracy and the peaceful settlement of disputes, in accordance with the principles of non-threat or use of force against territorial integrity or political independence and of respect for sovereignty as set forth in the Charter of the United Nations, is an important factor for the advancement of women. Peace is inextricably linked with equality between women and men and development. Armed and other types of conflict and terrorism and hostage-taking still persist in many parts of the world. Aggression, foreign occupation, ethnic and other types of conflicts are an ongoing reality affecting women and men in nearly every region." 3/

6. The Platform for Action acknowledged the necessity for women to contribute to conflict resolution and their crucial role during times of armed conflict and collapse of communities:

"The equal access and full participation of women in power structures and their full involvement in all efforts for the prevention and resolution of conflicts are essential for the maintenance and promotion of peace and security. Although women have begun to play an important role in conflict resolution, peace-keeping and defence and foreign affairs mechanisms, they are still underrepresented in decision-making positions. If women are to play an equal part in securing and maintaining peace, they must be empowered politically and economically and represented adequately at all levels of decision-making." 4/

"(Women) often work to preserve social order in the midst of armed and other conflicts. Women make an important but often unrecognized contribution as peace educators both in their families and in their societies." 5/

7. The Arab Regional Preparatory Meeting for the Fourth World Conference on Women (Amman, 9-10 November 1994) makes specific reference to peace in the region:

"A comprehensive and just peace and stability in the region are prerequisites to development and equality. A comprehensive and just peace would free the human and financial resources that are being spent on military equipment and wars, when they could be geared toward development which provides women with equal opportunities for participation." 6/

II. GENERAL LIVING CONDITIONS

8. Despite significant progress in the implementation of the agreements between the Government of Israel and the Palestine Liberation Organization throughout 1995, conditions in the occupied West Bank remained tense, and life in the self-rule areas continued to be affected by measures undertaken by the Israeli authorities, including various military and economic measures that have been detailed in other United Nations reports. 7/ For example, the Israeli authorities sealed the West Bank and Gaza Strip entirely on several occasions, preventing workers with valid permits from entering Israel and East Jerusalem. These measures exacerbated the economic hardship of many families. In view of

the harsh economic situation, the United Nations Special Coordinator in the occupied territories stated that the standard of living of Palestinians living under the autonomous region of Gaza had declined by 50 per cent since the signing of the Interim Agreement. ^{8/} A special appeal was launched to the donor community to support the Palestinian authorities in this crucial period.

III. EFFECTS OF THE PEACE PROCESS ON WOMEN

9. The peace process, welcomed by the majority of the Palestinian population, has had a significant impact on the lives of women and the activities of women's organizations. One of the most significant questions has been the release of Palestinian prisoners, including a small number of women, whose health conditions had deteriorated. In accordance with the Interim Agreement, Israel was to release about 1,200 prisoners and detainees, including all female detainees and prisoners as soon as the Agreement went into effect. In October 1995, 21 women were released, but five others were not. Only one woman, who had been in solitary confinement, walked free; 20 others refused to leave their cells, protesting that Israel was not fulfilling its commitment regarding all female prisoners and detainees. The 25 women remaining in prison launched a hunger strike on 10 January 1996 in protest against Israel's continuing refusal to release them. ^{9/}

10. Palestinian women, who played an active role during the intifadah, have remained involved since the establishment of the Palestinian Authority. Women's organizations and human rights groups formed coalitions in the areas of human rights and legal services. They drafted a bill of women's rights following the release of the Palestinian Draft Basic Law and focused on procedural and administrative law important for its implementation. Women activists undertook a legal analysis of existing laws from a gender perspective and a review of their implementation, which was included in a handbook for legal literacy training. The Convention on the Elimination of All Forms of Discrimination Against Women and other international standards on women and human rights were widely discussed at the grass-roots level. ^{10/} The issue was raised about which models or mechanisms for addressing women's issues would be most appropriate in the future government. It was debated whether the recently created Women's Affairs Bureau should be an integrated part of the Palestinian Authority or a separate body. ^{11/} The Women's Affairs Technical Committee, set up by the Palestinian Authority, became a forum for the concerns expressed by women's non-governmental organizations and dealt with the mainstreaming of gender issues in development policies. Recently a Gender Mainstreaming Department was established within the Ministry of Planning.

11. For the Palestinian elections on 20 January 1996, women's organizations undertook their own preparations. Non-governmental organizations had closely observed the elections in South Africa and the role of the women's charter there. The introduction of a quota system in the Palestinian elections was regarded as controversial at the level of the women's movement. There was concern that, through the quota system, women candidates who were not gender-sensitized would be appointed to governmental posts. It was also asked whether women would stand for election from within their political parties or independently of any political party. Despite the limitations, a view in favour

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of the quota system prevailed. Women led protests demanding a quota for women on the Palestinian Council, arguing that women faced difficulties in competing with men in the elections because of the historical inequalities in the male-dominated society. The Palestinian Election Law provided for a system of regulations that determine the number of assembly seats in each constituency in proportion to the population. Based on the registration of voters in the different constituencies, quotas were allocated only for Christians and the Samaritan sect, but no provision was made to ensure an equal representation of women. ^{12/} According to the Central Election Commission, 1,013,235 Palestinians aged 18 and over were registered in the Gaza Strip, West Bank and East Jerusalem to vote in the elections. Forty-nine per cent of the registered voters were women. Among the 676 candidates for the 88-seat legislative council, there were only 28 women (4 per cent). The sole opponent to PLO Chairman Arafat in the election for Ra'ees of the Executive Authority of the Palestinian Council was a woman, Ms. Samiha Khalil of Ramallah. Five women, representing 5.6 per cent, were elected to the Palestinian Council.

IV. ASSISTANCE TO PALESTINIAN WOMEN BY THE UNITED NATIONS SYSTEM

12. During the period under review, a number of projects for Palestinian women were carried out and initiated by the United Nations system and bilateral donors in close cooperation with the Palestinian Authority and non-governmental organizations.

13. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), in addition to its ongoing work for women, financed new projects under the Palestinian Women's Initiative Fund, including a community-run kindergarten in the West Bank and a training workshop in the maintenance and repair of sewing and knitting machines in Gaza. It operated a solidarity group-lending programme in the Gaza Strip to make credit available to women working in micro enterprises and as street vendors in the informal sector of the economy. The programme offered loans averaging \$400 to individual women for the expansion of their income-generating activities. Under the Peace Implementation Programme, it established nine women's programme centres, and construction began for a College of Nursing and Allied Health Science. In the field of education, UNRWA awarded university scholarships to 863 Palestine refugee pupils, including 371 women. ^{13/}

14. THE UNDP Programme of Assistance to the Palestinian People (PAPP), through its Gender in Development Programme (GIDP), carried out a variety of projects, including cooperation with the Women's Centre for Legal Aid and Counselling on the improvement of Palestinian women's legal status. It organized a workshop for Palestinian media agencies and individuals on the portrayal of gender roles in the media and supported the Palestinian Coalition for Women's Health which aims to improve the provision of health services for Palestinian women by addressing their needs using a life-cycle approach. To improve access to education - so far limited for women in particular due to lack of adequate educational facilities and overcrowding in schools in the West Bank and Gaza Strip - classrooms in villages and rural areas were constructed and renovated, primarily for girls. UNDP/PAPP is upgrading a cultural and educational complex in Jericho to provide 23 additional classrooms for primary and secondary girls'

schools and is engaging in an extensive school rehabilitation project to provide supplementary facilities for schools throughout the West Bank and Gaza Strip, including at least 25 classrooms in primary and secondary girls' schools. A school drop-out study, sponsored by UNDP, to be carried out by the Palestinian Ministry of Education, will target Palestinian female youth. Women's enrolment in agricultural schools is encouraged in a project for agricultural education and training which will offer both pre-service and in-service training and target women as 50 per cent of the beneficiaries. The gender-in-development initiatives of UNDP/PAPP include a strategy of upstream interventions which aim at enlarging constituencies in advocacy and working directly with the Palestinian Authority ministries in order to enhance a gender-sensitive approach to policy planning and strategy formulation. They support the established women's units in the various ministries in order to build and strengthen their efforts for mainstreaming gender at the policy level.

15. The United Nations Development Fund for Women (UNIFEM) focused on preparations for the Fourth World Conference on Women (Beijing, September 1995), providing support and training to the Palestinian participants at the Conference and the NGO Forum. One specific area of support was institution-building, in particular, efforts to institutionalize gender planning within the emerging bodies of the Palestinian Authority. Other areas were political participation and conflict resolution, with emphasis on awareness-building for women in elections, and follow-up to the Conference, including the preparation of a national strategy for women based on the Beijing Declaration and Platform for Action. 2/ UNIFEM also launched a permanent WID Facilitation Initiative to coordinate the multiplicity of donors, non-governmental organizations and initiators of WID projects.

16. In addressing the needs of Palestinian children, youth and women, the United Nations Children's Fund (UNICEF) moved away from emergency interventions towards longer-term basic services for development and sustainability. For the first time since 1980, when its programme in the West Bank and Gaza Strip was launched, UNICEF could work in cooperation with a central Palestinian authority which provided the framework for planning, policy development and harmonization of basic services to children and women on a national level. Strategies to promote basic education for all, health promotion and empowerment of women were carried out and included, for example, the standardization of women's health services through the development of a Unified Maternal Health card. UNICEF gave priority to programmes reaching out to children in underprivileged communities in refugee camps, rural and urban areas, with special focus on the girl child. Gender issues were integrated into programming and training to upgrade the skills of health care and education professionals. UNICEF also supported the Palestinian preparation for and participation in the Fourth World Conference on Women. For the collection of disaggregated data on health and education indicators, UNICEF launched a Multiple Indicator Cluster Survey in collaboration with the Palestinian Central Bureau of Statistics. Support for capacity-building of the Palestinian Authority institutions was a priority for UNICEF in 1995 and included the formulation of a national programme of action in order to ensure political and social mobilization and long-term planning for children, in particular girls.

17. The United Nations Population Fund (UNFPA) undertook jointly with UNRWA and the World Health Organization (WHO) a needs assessment mission, whose recommendations will be taken into account in formulating projects to address the needs of Palestinian women. UNFPA also implemented two expanded maternal and child health and family planning projects in Gaza and the West Bank.

V. EMERGING CONCERNS

18. The need for sustainable economic development has been persistently underlined as crucial to the successful establishment of Palestinian interim self-government. In this respect the international community, including the donor agencies, made substantive commitments and were aware of their responsibility for providing support to the launching of an independent economy and for establishing a viable infrastructure. 14/

19. With regard to the inclusion of gender aspects, the development policies and planning in the Palestinian self-rule areas follow patterns similar to those that have been observed in other developing countries. From a number of critical assessments it seems apparent that women's status and potential roles in socio-economic development and their needs and interests were not given systematic consideration in the preparations of overall economic and social development plans or in the design of development proposals. An important study undertaken by the World Bank, for instance, did not consider women's role in the labour market. In a three-year emergency programme, only a pilot programme for youth and women in development was proposed. 15/ Conversely, the international donor community, particularly through their programmes on women in development, made a commitment to ensuring a more equal role for women in Palestinian society. From 1990 onwards, substantive support has been given for the development of women's institutions, income-generating projects and vocational training. 16/ This has contributed to the launching of small income-generating projects and greater professionalism in the work of the women's organizations, whose relevance for the overall economic development might, however, be questioned.

20. The approach taken in the design of development programmes had an impact on the elaboration of Palestinian national development priorities. Researchers on gender issues have been critical of the form and conceptualization of social entitlements and citizen's rights in the emerging policies of the Palestine authority. They have voiced concern that discussion of the Palestinian economy had been limited to macroeconomic trends and the formal market, with no regard to gender needs. They argued that, in the outline of a gender-biased and unequal system of social support, secure entitlements were based largely on waged employment and women's unpaid contribution; no recognition was given to unremunerated work. Women were not listed as components in the major programmes of national economic reconstruction. The household and, in consequence, women's multiple roles in it were considered important in the social welfare system only in the sense that they would have to absorb shocks and ensure service that could not be provided by the Authority. Scholars also identified a male bias in research, leadership, expertise and staffing by the international community as well as the local implementing authorities. 17/

21. Women's current roles in the economy, in particular in income-generating projects, and other economic projects have been scrutinized by scholars. A number of income-generating projects were set up during the intifadah, including women's cooperatives, home economy projects and a variety of small business projects. An evaluation of these projects found that the majority failed to survive and were closed not long after their establishment. At the root of their failure was disregard for the socio-economic and political context in which they operated. 18/

22. One particular concern of social scientists and policy researchers was the absence of reliable primary data on Palestinian society, which represents a serious obstacle when projects are being defined and future policies outlined. No reliable and comparable gender-segregated data existed on Palestinian women with regard to household composition, labour-force participation, access to property and resources, education or health. The lack was due to the different sources of collection and the number of researchers who could collect data on particular population groups only, such as the refugee population. A national census, as already envisaged by the Palestinian Bureau of Statistics, is urgently needed, as are in-depth sectoral and topical studies of selected aspects of society. 19/

VI. CONCLUSIONS

23. Support to Palestinian women during the transitional period was requested by the Economic and Social Council in resolution 1995/30. In addition to other United Nations bodies with mandates concerning the Palestinian people, including the United Nations Relief And Works Agency for Palestine Refugees in the Near East (UNRWA), the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Palestinian People and Other Arabs of the Occupied Territories, the Committee on the Exercise of the Inalienable Rights of the Palestinian People and others, the Commission on the Status of Women has shown a long-term commitment by monitoring the situation of Palestinian women, as set out in the Nairobi Forward-looking Strategies 1/ and recalled in its various resolutions.

24. In view of the progress achieved in the peace process and the establishment of a Palestinian Authority, the Commission on the Status of Women, in accordance with the Beijing Declaration and Platform for Action 2/ and in view of the shift in its monitoring of the situation of Palestinian women towards aspects of development, accountability and respect for the human rights of women, may wish that appropriate assistance be given to the following:

(a) Increase the participation of women in conflict resolution and decision-making;

(b) In implementing their agreements, the parties concerned should respect the human rights of Palestinian women;

(c) Ensure women's equal access to and full participation in power structures and decision-making;

- (d) Integrate a gender perspective in legislation, public policies, programmes and projects;
- (e) Ensure equality and non-discrimination under the law and in practice;
- (f) Prepare for ratification of and accession to the Convention on the Elimination of All Forms of Discrimination against Women, without reservations;
- (g) Create a national machinery and other governmental bodies for the advancement of women at the highest possible level of government;
- (h) Reduce the female illiteracy rate to at least half of its 1990 level;
- (i) Improve women's access to vocational training, science and technology, and continuing education;
- (j) Promote women's economic rights and independence;
- (k) Facilitate women's equal access to resources, employment, markets and trade;
- (l) Increase women's access throughout the life cycle to appropriate, affordable and high quality health care and information and related services;
- (m) Generate and disseminate gender-disaggregated data and information for planning and evaluation.

Notes

1/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publications, Sales No. E.85.IV.10), chap. I, sect. A.

2/ "Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995", chap. I, sect. 1.

3/ Ibid., para. 131.

4/ Ibid., para. 134.

5/ Ibid., para. 139.

6/ "Arab Plan of Action for the Advancement of Women to the Year 2000 adopted at the Arab Regional Preparatory Meeting for the Fourth World Conference on Women" (E/CN.6/1995/5/Add.5, para. 14).

7/ "Report of the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Palestinian People and Other Arabs of the Occupied Territories" (A/50/170), covering the period from 27 August to 31 December 1994; "Report of the Special Committee ..." (A/50/282), covering the

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period from 1 January to 31 March 1995; "Report of the Special Committee ..." (A/50/463), covering the period 26 August 1994 to 18 August 1995; "Economic and social repercussions of the Israeli settlements on the Palestinian people in the Palestinian territory, including Jerusalem, occupied since 1967, and on the Arab population of the Syrian Golan" (A/50/262).

8/ See A/50/170.

9/ The New York Times, 8 October 1995.

10/ Report of the Workshop on Women, at the United Nations International NGO Meeting and European NGO Symposium on the Question of Palestine; Geneva, 29 August-1 September 1994.

11/ Suha Hindiye-Mani, "Working towards self-determination and promoting civil society", paper presented at the United Nations North American NGO Symposium on the Question of Palestine; New York, 19-21 June 1995.

12/ Palestinian election law, FBIS-NES-95-243-S of 19 December 1995.

13/ See Official Records of the General Assembly, Fiftieth Session, Supplement No. 13 (A/50/13), paras. 184 and 205.

14/ See A/50/286.

15/ World Bank, Developing the Occupied Territories: An Investment for Peace, vols. 1-6 (Washington, D.C., 1993).

16/ UNDP, Assistance to the Occupied Palestinian Territories. 1992 compendium of ongoing and planned projects (Jerusalem, 1992).

17/ Rita Giacaman, Islah Jad, and Penny Johnson, "For the public good? PLO and social policy", Working paper No. 2, in Gender and society (Birzeit, Birzeit University, 1995).

18/ Nahla Abdo, "Women and the informal economy in Palestine: a feminist critique", Working paper No. 3, in Gender and society (Birzeit, Birzeit University, 1995).

19/ Lisa Taraki, "Society and gender in Palestine: international agencies", Working paper No. 2, in Gender and society (Birzeit, Birzeit University, 1995).
